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ABSTRACT

The history of the community colleges in New York is traced from their establishment in 1948 to the present. Following introductory comments on the scope of the paper, a discussion is provided of early efforts to expand educational opportunities in New York, including the Peoples College, normal schools and vocational farm schools, and a 5-year experiment with 22 Emergency Collegiate Centers. The next section focuses on the educational climate, and needs and demands that led to the legislation establishing the community colleges in 1948. The establishment and growth of the state's community colleges are considered next, from the system's slow beginnings to its explosive growth in the 1950's and 1960's. This section indicates that by 1960, 18 community colleges existed, making strides toward the goal of placing "every high school graduate in the state within commuting distance of a two-year college." The final section highlights the problems that resulted from this rapid growth (i.e., accessibility for all students, program quality, and increased need for fiscal support), explaining how these conditions led to an expanded community college mission and a closer alignment with the State University of New York. Concluding comments stress that although New York was the last state to establish a statewide community college system, it is currently one of only five states to enroll more than 250,000 students, a success created in part by accessibility for non-traditional students and recent high school graduates, matched by the quality of the faculty and of programs designed to meet the diverse educational needs of the state's population. (EJV)

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SUNY COMMUNITY COLLEGE

TOPICAL PAPER NUMBER 1

"THE HISTORICAL DEVELOPMENT OF THE COMMUNITY COLLEGES OF THE STATE UNIVERSITY OF NEW YORK"

Dr. Freda R. H. Martens

IC 850 546

Office of Community Colleges
State University of New York
September, 1985

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BACKGROUND

SUNY Community College Topical Paper Number 1 focuses on "The Historical Development of the Community Colleges of the State University of New York." It is an appropriate beginning for what will be a series of publications discussing topics of general interest to those seeking to learn more about the history, operation and development of the State University of New York community college system. Readers seeking more detailed information about the historical development of SUNY community college will find the six pages of footnotes of special interest. It should be noted that some details of this paper may be open to differing historial interpretation, as memories vary and specific facts are elusive.

Dr. Freda R. H. Martens, the retired Dean of Planning and Information Services at Dutchess Community College, is the author of this paper. This office and the community college system as a whole are indebted to Dr. Martens for her work in developing the first of this planned series of publications on the SUNY community colleges.

This office also wishes to acknowledge Dr. Cornelius V. Robbins, the former Deputy to the Chancellor for Community Colleges, who was responsible for initiating the idea for the development of this publication. In addition, the Office of Community Colleges wishes to recognize the work of Dr. Phyllis Bader-Borel, who made a substantial contribution as editor of this paper.

We anticipate having SUNY Community College Topical Paper Number 2 ready for distribution by December, 1985. Tentatively, the focus of that publication will be on the SUNY community college governance system. This paper will also be authored by Dr. Martens.

Stuart Steiner
Acting Deputy to the Chancellor
for Community Colleges

THE HISTORICAL DEVELOPMENT OF THE COMMUNITY COLLEGES OF THE STATE UNIVERSITY OF NEW YORK

Introduction

State University of New York's (SUNY's) thirty community colleges serve over 175,000 full- and part-time students, with more than a quarter million different individuals registered in their credit- and credit-free courses. The history of the community colleges in New York is a relatively short one because legislation to provide for their establishment was passed only as recently as 1948. Their creation and explosive growth as distinctive "open door" colleges, is a remarkable accomplishment in New York State's higher education history.

The pattern of growth and development of New York's early twentieth century farm schools into regionally located two-year agricultural and technical institutes, is not reviewed here because these institutes are integral parts of the State University. Their fully state-supported programs are overwhelmingly technical/vocational in nature, making the focus of their educational philosophy considerably different from that of the locally sponsored but state-aided community colleges.

The seven community colleges in New York City are not reviewed in this paper since they are no longer part of SUNY. These colleges, with their more than 60,000 full-time equivalent students, were coordinated by the State University until 1975, when their status was changed. The Board of Higher Education of New York City, as the single board of trustees for these institutions, became the Board of Trustees of the City University, making these community colleges a part of the City University system.

Early Ideas and Efforts to Expand Educational Opportunities

New York's community college movement emerged later in New York State than in most other states. Although some of the ideas associated with this movement had roots deep in New York's history, the development of community colleges was a unique response to powerful socioeconomic forces felt in the State in the mid-twentieth century. The resulting commitment to access and service was no less strong than in states with long-established junior colleges.

Early efforts to extend higher learning in New York State and to provide vocational opportunities for its youth can be seen in the

purposes announced for Peoples College in the nineteenth century.(1) It can be seen in the normal schools established after the Civil War and the vocational farm schools at the turn of the century.(2) However, no grass roots demand for junior colleges as an extension of the public school system appeared in New York State in the early 1920's, as occurred in some states.(3) Even so, a five-year experiment with twenty-two Emergency Collegiate Centers during the depression years of the 1930's convinced New Yorkers that college courses could be taken by students while living at home.(4)

The Increased Demand for Two-Year College Education Leads to the Community College Legislation of 1948

The immediate effect of the Emergency Collegiate Centers was to whet the appetite of the people of New York for more. The 1936 Annual Report of the State Education Department pointed out that there was much talk in the State concerning the need for junior colleges so that college credit could be earned near home. But when World War II came, with it came recognition of the need to provide increased technical training for the youth of the State.

The Board of Regents developed its Plan for Post War Education in the State of New York in 1945 as a major proposal to create twenty-two entirely new postsecondary institutes that would combine technical training with general education.(5) When a Temporary Commission on Institutes of Applied Arts and Sciences examined this plan, five postsecondary technical/vocational institutions were recommended as a five-year experiment. These fully state-supported units were opened in temporary facilities at Binghamton, Buffalo, New York City, White Plains and Utica. Meanwhile, college centers offering two-year transfer programs to returning veterans were opened by the Associated Colleges of Upper New York, near Lake Seneca, and at Utica, Plattsburgh and Middletown High School. These "junior" college units operated until 1950 under private college auspices.

The perceived need for technical education in New York State in the late 1940's, the shortage of four-year college facilities and a growing belief that discrimination in admission was being practiced at existing colleges added fuel to a loud public demand at that time for the creation of a state university, a public higher education structure that existed in every other state at that time.(6) The Temporary Commission on the Need for a State University was established in 1946 to give serious consideration to the need for new state-supported institutions.

It was while the staff of this temporary commission was writing a series of insightful technical reports that the 1947 Report of the President's Commission on Higher Education appeared on the national scene.(7) The Commission's Higher Education for American Democracy: Establishing the Goals provided some of the clearest and most far-reaching statements ever written on both the need to expand educational opportunity and to develop diverse

educational services in communities across the nation. The term "community college" was widely used in this report. It helped to spread an understanding of the nature of comprehensive community-based two-year education then being outlined by influential educators. Although the meaning of the term "community college" was not to become fully apparent until the decades of the 1960's and 1970's, as the community college movement exploded across the country, the final report of New York's Temporary Commission on the Need for a State University said that the conditions of the times in New York State in 1948 required "a broadening of the public provisions for higher education on all fronts." Since these purposes could best be served by a long-range program that would include community colleges, the Commission recommended:

> Establishment, with state aid, of locally administered public community colleges, offering two-year terminal general and technical education, thus providing for an important unmet need in the educational system of New York State. The capital costs of these colleges should be shared equally by the localities and by the state. One-third of the current costs should be financed by local contributions, one-third by student fees, and one-third by state aid under a long-range plan prepared by the Trustees of the State University, and approved by the Board of Regents, and by the Governor. The existing state institutes should be converted into local community colleges where feasible.(8)

This conclusion was, in fact, a result of a compromise between those who favored establishment of the newly envisioned community college program through local levies and state aid, and those who wanted the two-year colleges to be state institutions, built and maintained with state funds, and responding to state authority.(9) The Commission saw the recommended community colleges as a part of its proposed State University system. The community college enabling legislation of 1948, separate from the State University's legislation, made it clear that although State University would control the community colleges' programs, staff, and admission policies, the State itself would not be totally responsible for the financing of the colleges as it would be for all other units within the new university system.

Thus, it was with widespread acceptance of the Commission's recommendations, that Chapter 696 of the Laws of 1948 was passed March 12 of that year, setting the course for the development of community colleges in the State of New York.

The Establishment and Explosive Growth of the Community College Leads to an Extensive and Varied System by the 1970's

New York State's 1948 enabling legislation for "Community Colleges and state-aided Four-Year Colleges" authorized the establishment and operation of community colleges:

> ... either individually or jointly, by counties, cities or intermediate school districts, pursuant to the provisions of this article, and providing two-year postsecondary programs pursuant to regulations prescribed by the state university trustees and receiving financial assistance from the state therefor.(10)

Two-year, post high school programs combining technical education with general education were to be offered, along with transfer opportunities to regular four-year colleges, and special courses and extension work for part-time students.

Almost immediately, Orange County Community College and Jamestown Community College came into being, followed by Auburn three years later.(11) The gift of an estate to be used as a campus and valued at $3 million speeded Orange County Community College's establishment. State support of the temporary Institutes of Applied Arts and Sciences and the Veteran's Vocational School at Troy, New York was discontinued and the institutes also were renamed community colleges in 1953, under local sponsorship. "Chargebacks" were established to permit sharing of sponsor support costs with the home counties of students attending these new colleges. However, the original limitation placed on the former institutes to provide "terminal training" continued only until 1957. Comprehensive community college programs were then permitted at the option of the local sponsor.(12)

The growth of New York's new community college network proceeded slowly at first and then at a rapid pace. State University's trustees formulated a long-range master plan in 1950, as they had been charged to do, for the "establishment of community colleges in areas most suitable for and most in need of such institutions."(13) Although the plan's release met with considerable disagreement regarding responsibility for its execution at the state level, the Attorney General of New York authorized use of the plan to guide local communities in establishing community colleges under their sponsorship.(14) Furthermore, the resolution of a taxpayer's suit, brought in 1957 against the Board of Supervisors of Rensselaer County regarding the constitutionality of the county supporting a community college, provided an additional impetus to local authorities to develop higher education close to home.(15)

It has been claimed, therefore, that New York State had no grass roots movement from which a demand for community colleges arose but rather that the concept originated with the Temporary Commission on the Need for a State University as its staff struggled to respond to the urgent need for expanded higher educational facilities in the State. Even so, the suggestion did not lack historical roots or fail to meet an obvious need. The then current need for local colleges to serve many purposes was clearly evident; and, as the Commission's staff was aware, Michigan and California provided examples of what needed to be done. It was in answer to these concerns that the state legislature responded, providing capital funds equally with local sponsors, and requiring that operating costs be shared by student tuition, state aid and sponsor support in order to develop New York's community colleges.

Once these community colleges were created, they expanded rapidly in response to the diverse educational needs of their student bodies. Eighteen community colleges were in existence by 1960, and tremendous strides had been made toward the goal of placing "every high school graduate in the State within commuting distance of a two-year college."(17) The Board of Trustees of State University called it a dramatic response to a fundamental need.-(18) The community colleges were serving 39,222 full-time and 39,702 part-time credit course students by 1967 (seven times the number enrolled ten years earlier) and offering an extensive range of courses.(19)

The promise of the 1930's was at last fulfilled. The vision of the staff of the Temporary Commission and of later educational and political leaders was realized. By 1967, a varied network of comprehensive locally-sponsored community colleges, under the program of the State University, covered the state. Even the old divisive question of vocational/technical versus university parallel education was not only resolved but was about to be absorbed into an even broader community college mission more suited to the socioeconomic needs of the 1970's.

Problems of Access, Quality and Fiscal Support Lead to an Expanded Community College Mission and Closer Alignment with State University

By 1972, community college students had almost doubled in number from five years earlier. A total of 66,562 full-time and 55,221 part-time credit course students were enrolled. It is not surprising, therefore, that the rapid growth of the community colleges also created a series of problems related to their accessibility for all students, the quality of their programs and the need for increased fiscal support in an era of rising higher education costs.

The need for higher education by the youth of New York State was so great that the community colleges were swamped by this demand, in effect denying access for the socioeconomically disadvantaged who could not afford the required tuition. A legislative consultant in 1964 called for a new setting in which to educate the State's disadvantaged youth.(20) Dorothy Knoell studied the matter and concluded that:

> State University should look to its present two-year colleges to expand opportunity, before considering seriously the creation of a new type of institution.(21)

The end result of this was: (1) the creation of a few Equal Educational Opportunity Centers under the administration of some community colleges;(22) (2) the participation of many community colleges in a Statewide "SEEK" type of program known as the Educational Opportunity Program (EOP) for educationally and economically disadvantaged students deemed to have the potential for achieving a higher education;(23) and, (3) the even wider participation of community colleges in a new program of "open-door" admission, counseling and developmental education, known as "full opportunity."(24)

The Full Opportunity Program (FOP) of 1970 guaranteed admission to an appropriate program of the participating community college to all high school graduates of the previous year and veterans, both groups in the college's sponsorship area. The incentive to provide this "full opportunity" was increased operating aid from the State. All but four community colleges were approved FOP colleges by January 1971, following State University acceptance of their FOP plans. Five years later, all community colleges were so designated, thereby expanding the mission of New York's community colleges to include that of "risk students" for whom counseling and remedial work would be provided.

In spite of the growing acceptance of two-year graduates at public and private four-year colleges and universities, the question of quality also needed attention. It was the diversity of curricula, with a plethora of titles, in the rapidly growing community colleges that created confused program structures and course content.(26) Thus, the State University had to assume increased responsibility for approving new programs and retaining existing ones. Community college programs became subject to State University's single classification system, based on the HEGIS classification of disciplines and degrees. The University's Office of Academic Programs, Policy and Planning developed guidelines for the submission of new program proposals and procedures for the review of these proposals by Presidents within the coordinating region of the institution.(27) It was hoped, therefore, that unnecessary duplication would be eliminated and improved assessments made of region-wide demands for high cost programs. Furthermore, guidelines for the elimination of programs were also developed; and, eventually, procedures for the

review of all programs at the undergraduate level over a series of successive five-year periods.(28) In this way the scattered community colleges were aligned more closely with the overall educational goals and structure of the State University system, in order to ensure academic integrity and enhanced quality of all program offerings.

The question of adequate fiscal support for the community colleges was a difficult matter to resolve. The colleges' tuition had to remain low if the students were to afford this cost. The expanded enrollments and the increased cost of higher education had created a financial burden for the sponsors, which was aggravated by discrepancies stemming from the chargeback system. In fact, the old one-third formula failed to exist. The Heald Committee had proposed as early as 1960 that the state provide more aid for the exploding community colleges--50 percent instead of the approximately one-third of operating costs.(29) Yet this was not a question that could be isolated from the need to improve the administration and educational management of the community colleges if accountability was to be enhanced.

A task force on "Problems of the Community Colleges" was appointed, therefore, by State University's Chancellor following release of the University's 1972 Master Plan that said:

> "... the time has come for the University to move to bring the public community colleges more fully within the framework of the State University. While these colleges must retain local roots, it seems clear that the current ambiguous relationships cannot continue. Amendment of the community college law and revisions of administrative regulations will be sought by the University, where necessary, to align the community colleges more closely to the overall educational, administrative and fiscal structure and program of the State University.(30)

This task force took steps immediately to consider a number of fiscally related problems of community college management and accountability. Variations in the locations of power with regard to the development of community college budgets and construction programs were examined, along with the irregular and inconsistent procedures used. The varying degrees of sponsor control, personnel matters, and a variety of other fiscal difficulties were reviewed. These problems were, in part, a result of the isolation of the scattered community colleges from high-level University advice and assistance, as both colleges and sponsors responded in various ways to their unique administrative difficulties.(31)

New York's Legislative Commission on Expenditure Review also examined this matter in 1973. In its Evaluation of Two-Year College Trends, analyzing enrollment growth, program offerings, finances and capital facilities, the Commission pointed out that problems of excessive sponsor control existed at some community colleges.(32)

A task force on Financing Higher Education created by Governor Rockefeller and chaired by Francis Keppel also made a report in 1973. This report said that the community colleges had earned the right to the priority attention then being given them but discrepancies among them in quality and access needed to be reduced.(33) Community colleges not in New York City needed to be more closely integrated into the State's public higher education system, so as to:

> become more effectively a part of the State University of New York with regard to their methods of finance and governance...(34)

It was further recommended that the Governor appoint more than half of the trustees of these colleges and that the state supply more than 60 percent of their operating costs.

A Joint Legislative Committee reported to the Governor and Legislature the following year on the matter of the State's student tuition assistance program and said that it was ready to work with State University in formalizing and reorienting the community college structure and operations.(35) This legislative report pointed out that a 1973 higher education omnibus bill had directed State University to develop plans and procedures for insuring quality degree offerings, specific budgetary processes and certain other activities in all community colleges.(36)

As noted above, the State University in the mid-1970's did take steps to provide closer oversight of all community college certificate and degree programs. Furthermore, the Code of Standards and Procedures for the Administration and Operation of Community Colleges was thoroughly revised in the early 1970's incorporating a new state-aid funding formula based upon maximum limitations.

The budgetary process provides that budgetary operations in SUNY community colleges begin well in advance of the colleges' fiscal year. Preliminary operating budget requests are submitted to the University in midsummer and specific forms are used to provide data on the present and future years' budget estimates. These requests are consolidated for approval by State University of New York trustees and transmittal to the Governor for inclusion in the Executive Budget.

About the same time in August that the State University consolidates community college preliminary budget projections, it must

also analyze and approve community college operating budget requests for the state aid authorized the past spring and needed for the fiscal year starting in September. The analyses are made to ascertain compliance with state mandates and available state aid. Since the University has already received the preliminary budgets for the following year, reconciliation of all community college overlapping year state aid amounts to the State's fiscal year is possible.

Although New York was the last state to establish a statewide community college system, its growth has been rapid. Today, the State University of New York's community college enrollment of over 175,000 students makes it among the largest community college systems in the country. Even more impressive is the fact that based on fall, 1984 statistics, New York State, led by SUNY and CUNY community colleges, was one of only five states to enroll more than 250,000 community college students. If credit-free course enrollment were counted, the number would be substantially higher. This success in enrollment is undoubtedly created in part by the excellent accessibility of SUNY's community colleges, for non-traditional students as well as recent high school graduates, matched by the quality and breadth of their faculty and programs, designed to meet the diverse needs of the state's population. Thus, it would appear that in 1985 the community colleges have far exceeded the modest goals that were anticipated in 1948 when New York State passed the enabling legislation that led to the development of the present SUNY community college system.

FOOTNOTES

1. A book of clippings about Peoples College is located at Cornell University. The original concept of Peoples College emerged from the depression of the 1837 and from the Mechanics Mutual Protection Society, which sought to help its members financially and socially through further education and training.

2. The vocational farm schools established by New York's Department of Agriculture were to become the Agricultural and Technical Colleges of the State University today.

3. Sixteen high schools in California had post-high school graduate courses or junior college programs by 1916. By 1921, a system of junior college programs covered that state. California's efforts were cited by the staff of New York's Temporary Commission on the Need for a State University in Reeves, Henderson and Cowen's Matching Needs and Facilities in Higher Education, 1948 (p.75). Here they said: "If the youth of New York State desire the community college type of education to the same extent that California youth enroll in junior colleges, then one of the greatest needs in New York State is for two-year terminal programs of technical and general education to accommodate approximately 93,000 youth." Furthermore, reviewing examples of adult education in California, Michigan and Wisconsin and citing the "fully developed form" existing in California's junior colleges, they said (p. 106): "It is estimated that any junior college which fully meets the needs of its community will enroll more adults than regular students."

4. An account of the Emergency Collegiate Centers in Syracuse Area was written by Harry Smith, The Emergency Collegiate Centers of Central New York, 1937.

5. Yet, Philip Cowen's A Study of Factors Relating to College Attendance in New York State, 1946 (pages 24-25 and 55-62) showed that the spaces to be made available by the proposed plan would not satisfy the needs of New York State's youth.

6. Oliver Carmichael, Jr., in New York Establishes a State University, 1955, traces in great detail the demand for a state university and its eventual establishment.

7. In the State of New York Preliminary Report of the Temporary Commission on the Need for a State University, 1947 (p. 25) it is stated: "All types and kinds of post-high school educational opportunities have been kept in mind. The solutions must be planned along broad lines. It is this conception of its function that has caused the Commission to plan such a wide variety of studies." Report of the Presi-

dent's Commission on Higher Education, Higher Education for American Democracy, Vol. 1, "Establishing the Goals," 1947.

8. State of New York, Report of the Temporary Commission on the need for a State University, 1948 (p. 16).

9. The interrelated action of creating the State University and passing enabling legislation for the establishment of community colleges is traced in detail by Carmichael, op cit., (p. 215-233).

   Furthermore, the decision to pass the State University law and the community college law as separate bills appears to have been a last minute decision. The Governor's press release of March 5, 1948 clearly dealt with the State University and the community colleges as a single concept. It spoke of the inability of private philanthrophy to extend the system of colleges and universities to meet the State's growing needs. The release said that the Commission recommended that the university program in some parts be "conducted directly by the State and in some parts assisted by the State.... The plan embraced by the Commission's report and the legislation that will implement it constitutes a new charter for the youth of the State of New York in providing opportunities for higher education." Furthermore, letters to the Governor and legislative leaders of March 8, 1948 from the Regents strongly opposing the transfer of administrative powers to the State University, as set forth in the March 1 bill, are included in the bill jacket for the State University bill. A Regents proposed amended bill also includes the community colleges in the University legislation.

10. New York State, Education Law, Section 6301.2 (prior to June, 1984 amendment).

11. Orange County Community College and Jamestown Community College began in 1950 and Auburn Community College in 1955. Alvin Eurich, then President of State University of New York, wrote in School Executive LXIX, December 1949, (p. 57) that the Trustees of the State University invited all college and university presidents, city mayors and leaders of county boards of supervisors to a two-day conference to hear about the newly-proposed community colleges. Most participants indicated an inability to raise the funds needed by local taxation, but two cities said they were ready to go ahead immediately.

    The State University of New York Annual Report of the Board of Trustees, 1950 (p. 16) stated: "The founding of the Orange County institution in particular was so unusual that some mention of it seems appropriate here. Mrs. John M. Morrison of Middletown generously contributed her three million dollar estate as a home for the new college. With a

capital outlay of less than two hundred fifty thousand dollars, it will be possible to bring into full operation an adequately housed and equipped institution that will provide needed higher education to the youth of Orange County and the mid-Hudson Valley."

12. On April 9, 1957 John C. Crary, Jr., State University Counsel, wrote a memorandum to the Governor regarding the Assembly bill Intro. #2862 and Print #2974 supporting removal of restrictions in the Education Law upon six community colleges because of their earlier institute status. The bill was to make the former institutes comparable to the other five community colleges. This matter had been raised by the State Education Department in its study entitled: Needs and Facilities in Higher Education in New York State, 1957 (p.63).

    Following repeal of the restrictive language, the State Education Department held a conference entitled: 2 + 2 = ? and attempted to create a policy for articulating two- and four-year college education. Up to that time, the former institutes were not classified by the State Education Department as "higher education" because of their terminal programs.

13. New York State, Education Law, Section 354, Subdivision 3 and 5. In preparation for this five-year master plan, a study was made of the entire college-age population of the State. It was assumed that 18 percent of the State's college-age population would attend two-year colleges and 20 percent four-year colleges. However, the plan was approved with reservations by both the Regents and the Governor because of disagreements expressed by the Governor, the Association of Colleges and Universities of the State of New York and others. Chapter IV of the 1950 plan provided "Guidelines to Local Communities" setting forth the characteristics of a community college and the steps to be taken in establishing such colleges. Guidance regarding geographical conditions and occupational needs were also included. Active citizen participation, community surveys, legislative support and cooperative State University advice all combined to promote New York's community colleges.

14. A copy of the State Attorney General's letter to President Alvin C. Eurich, June 1, 1950, is the 1950 Master Plan (p. 4 and 5).

15. The State University of New York, Board of Trustees, Annual Report, 1958 (p. 33) says that the acceptance of the community college program in public higher education continued to grow in every region of the state "stimulated by the State Court of Appeals upholding of the constitutionality of the community college law."

16. State University of New York, Annual Report, 1952 (p. 19).

17. State University of New York, The Master Plan Revised 1964 "Stature and Excellence: Focus for the Future," 1964 (p. xi).

18. State University of New York, Board of Trustees, Annual Report, 1962/63 (p. 25).

19. State University of New York, Progress Report and Interim Revision of the Master Plan for 1964, 1967 (p. 9).

20. A Report of the Legislature's Consultant on Higher Education, The Legislature and Higher Education in New York State, 1964 pointed out that a new responsibility for "educating the last quarter" existed and urged the Legislature, State University and City University to tackle the problem, using more "socially and culturally acceptable settings" than community colleges (p. 35).
The matter of increased higher education opportunity had been raised in 1948 and earlier. David Berkowitz in Inequality of Opportunity in Higher Education: A Report to the Temporary Commission on the Need for a State University analyzed minority and other group barriers to college education.

21. See: Dorothy Knoell, Toward Educational Opportunity for All, 1966 (p. 201). Dorothy Knoell concluded that there was a need for a full spectrum of occupational and liberal education programs leading to certificates and degrees, including remedial or developmental courses; and the means whereby the disadvantaged could achieve upward educational and occupational mobility with the aid of more and better counseling (p. 193). Guidelines for developing urban centers (i.e. EEO centers) were proposed (p. 205-211).

22. The 1967 Progress Report and Interim Review of the Master Plan of 1964 for the State University of New York discussed a recommendation by the Governor that State University establish and supervise Urban Centers of Vocational Training in cooperation with one or more community colleges. Four such centers were in their first year of operation, at Buffalo, Albany and New York City. The State University's The Master Plan Revised, 1968, "Creation of the Future: Priorities of Growth and Change" noted that the University's plan of programs for the disadvantaged was approved as a guide for action (p. 41). However, the 1970 Progress Report and Interim Revision of the Master Plan of 1968 (p. 78) added that the principal efforts and resources for EOP would be where commitment existed along with flexible and sensitive learning environments.

23. State University of New York, A General Plan for the Organization, Development, Coordination and Operation of the

Educational Opportunity Programs of the State University of ew York. This was submitted to the Board of Regents in compliance with Education Law, Section 6452 as amended in 1970. Criteria for determining economic disadvantagement was established by the Regents and was the same as for HEOP at the private colleges. Also see: State University of New York, Office of Special Programs and Urban Centers, Annual Report - Equal Opportunity Program 1970-71, "Report No. 1." The six community colleges in EOP in 1970-71 were Corning, Herkimer, Hudson Valley, Jamestown, Mohawk Valley and Rockland.

24. See: Chapter 708 of the Laws of 1973, effective July 1, 1973.

25. State University of New York, Trustee Committee on the Special Problems of the Community Colleges, Final Report, February, 1976 (p.8). An endorsement of the FOP by the Wales Committee is given here. Nassau Community College was the last community college to become an FOP college in 1977.

26. State University of New York, Board of Trustees, Annual Report, 1961-62 (p. 21).

27. See Memorandum to Presidents (MP) Vol. 73, No. 48, "Procedures for Submission of Academic Program Proposals," as amended in MP Vol. 74, No. 34, "Regional Program Review," MP Vol. 83, No. 7 and the latest revision MP Vol. 84, No. 10. This is one of many examples of revised SUNY policies based on the needs of SUNY, the campuses, and State Education Department.

28. See Memorandum to Presidents Vol. 76, No. 27, "Procedures for Elimination of Academic Programs," revised in MP Vol. 83, No. 11, "Procedures for Deactivation and/or Discontinuance of Academic Programs"; MP Vol. 75, No. 5, "Memorandum of Understanding: Academic Planning," deals with an agreement with the State Education Department for a single classification system (HEGIS) for higher education curricula; and MP Vol. 77, No. 3 and Vol. 79, No. 3, "Undergraduate Academic Program Reviews." The latest policy requests summaries of the results of program reviews.

    The Wales Committee also recommended that retention guidelines be developed. See p. 12 of this report.

29. Committee on Higher Education, Meeting the Increased Demand for Higher Education in New York State: Report to the Governor and Board of Regents, 1960, (p. 30).

30. State University of New York, the Master Plan, 1972, (p. 8).

31. The task force, chaired by Charles Ingler, Associate Chancellor of Policy and Planning, consisted of eight presidents

from the community colleges, two local community college trustees (of which Alfred Hallenbeck was one), and senior officers from State University's Central Office (as resource persons). The establishment of this task force followed an agreement to continue the Agricultural and Technical Institutes as units of the State University. "The Preliminary Report for Discussion Among the Constituencies of the Community Colleges" was released by the task force in November 1972. It was reviewed in December 1972 and again in January 1973, at which time its first recommendation that five local trustees be appointed by the Governor and four by the sponsor was deleted.

A session on "Better Community College - County Officer Relations" was held at Cornell University by the County Officers Association of the State of New York a few years earlier (i.e. in 1970). Numerous complaints of misunderstandings, lack of cooperation, outright hostility, etc. were heard from both the county officers and the community college participants.

32. New York State, Legislative Commission on Expenditure Review, Evaluation of Two-Year College Trends, 1973.

33. Task Force on Financing Higher Education, Higher Education in New York State--A Report to Governor Nelson A. Rockefeller, 1973, (p. 18).

34. Ibid., (p. 19).

35. State of New York, Legislative Document 1974, No. 1, Report of the Select Committee on Higher Education, 1974, (p. 13).

36. Ibid., (p. 14). The report hoped for new legislation in 1975 following the preparation of new University plans and procedures concerning program quality and budgetary control.

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